

INDOT 2030 Long Range Transportation Plan

Multimodal Coordination

Overview

Although this plan focuses primarily on highways, multimodal considerations are a basic component of all corridor studies. In urban areas represented by an MPO, INDOT relies upon the cooperative and comprehensive planning process to evaluate multimodal considerations. For major intercity corridors, the INDOT study process considers multimodal transportation issues in cooperation with our Division of Local Programs which houses the Offices of Rail, Aviation, and Transit.

The 1995 Multimodal plan covered all transportation modes, and this chapter provides a brief update of changes in transportation modes completed since 1995. Summaries of various planning studies found below provide an update to the multimodal component of the 1995 plan.

Intermodal Management System

In 1995, INDOT began work on an Intermodal Management System which identified improvement strategies for the efficient transfer of goods and services between the more traditional single modes of transportation. The development of a management system was initiated by the 1991 Intermodal Surface Transportation Efficiency Act (ISTEA) requirement for six statewide management systems. The intermodal management system was intended to provide a better understanding of the integration between modes of transportation and address the recent advances in market-based intermodal transportation services in reducing the cost of transportation services. In order to increase INDOT's understanding of the movement of passengers, goods and services, two advisory committees were established to provide policy guidance to the intermodal study. The freight subcommittee represented a wide range of transportation providers including railroad, trucking, maritime ports, pipeline, and air freight representatives in addition to specific commodity interests such as Indiana Farm Bureau, the United States Postal Service, the Petroleum Council and the coal industry. The passenger transportation subcommittee had representatives of passenger railroads, including high-speed rail interests, commuter rail, transit representatives, the AAA Hoosier Motor Club, and airline service providers. The advisory committees provided for the establishment of performance measures, the identification of intermodal deficiencies, and the development of improvement strategies and actions.

The Intermodal Management System (IMS) developed improvement strategies to address the highest ranking intermodal deficiencies. A major focus of the IMS was to improve the connectivity between the major intermodal facilities (airports, inter-city bus and passenger rail stations, commuter rail terminals, rail/truck transfer yards, port facilities and container freight transfer terminals) and the officially designated National Highway System. Two categories of intermodal facilities were identified, the facilities of national significance (**Table 4-1**) for inclusion into the national transportation system, and facilities of statewide significance (**Table 4-2**) for statewide planning purposes. The placement of an intermodal facility into each category is based upon criteria including passenger volume, airplane passenger enplanements, truck traffic volumes, and freight volumes (tonnage or twenty foot equivalent units).

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Intermodal Facilities of National Significance	
Facility Type	Facility Name
Airport (Passenger and Freight)	Indianapolis International
Airport (Passenger)	South Bend Michiana Regional
Airport (Passenger and Freight)	Fort Wayne International
Airport (Passenger)	Evansville Regional
Airport (Passenger)	Gary/Chicago International
Inter-city Bus	Union Station
NICTD Commuter Rail Station	Hammond
NICTD Commuter Rail Station	East Chicago
NICTD Commuter Rail Station	Gary Metro
NICTD Commuter Rail Station	Dune Park
Rail / Truck Intermodal	Indianapolis Avon Yard - CSX
Rail / Truck Intermodal	Fort Wayne Triple Crown – Norfolk Southern
Ports	Port of Indiana - Burns Harbor/Portage
Ports	Port of Indiana - Mount Vernon
Ports	Port of Indiana - Jeffersonville
Ports	Gary Harbor (USX Steel)

Table 4-1

Intermodal Facilities of Statewide Significance	
Facility Type	Facility Name
Airport (Passenger)	Monroe County, Bloomington
Airport (Passenger)	Purdue University, West Lafayette
Airport (Passenger)	Delaware County, Muncie
Airport (Passenger)	Terre Haute International
Airport (Passenger)	LaPorte Municipal
Airport (Passenger)	Elkhart Municipal
Airport (Passenger)	Clark Regional, Jeffersonville
Amtrak Station	Indianapolis
Amtrak Station	Hammond
Amtrak Station	South Bend
Amtrak Station	Elkhart
Amtrak Station	Waterloo
Amtrak Station	Lafayette
NICTD Commuter Rail Station	South Bend
Park N Ride	Indiana University—Bloomington
Ports	Indiana Harbor and Canal
Ports	Buffington Harbor
Ports	Mulzer Stone
Ports	Port of Evansville
Ports	Perry County Port Authority
Rail / Truck Intermodal	Roanoke General Motors Facility
Rail / Truck Intermodal	Howell Yard - Evansville CSX
Rail / Truck Intermodal	Hoosier Lift—Remington

Table 4-2

Transportation, Distribution, Logistics

More recently, there has been renewed emphasis on the Transportation, Distribution and Logistics industries in Indiana. For the same reasons Indiana is known as the Crossroads of America, there exists great potential in the distribution and logistics industry here in the State. Indiana has several major lake and river ports, rail lines, airports, and a comprehensive highway network to provide efficient and effective flow and storage of goods and services. As discussed earlier in the document, Major Moves is the fully-funded 10-year highway improvements program which focuses on providing improvements that will enhance the capabilities of the movement of people and goods.

The new Indiana Economic Development Corporation (IEDC) replaced the former Department of Commerce in 2005. The IEDC is the state's leading economic development agency and is guiding the efforts to enhance the state's involvement in the Transportation, Distribution, and Logistics sectors. Their website is at www.in.gov/iedc/

The Indiana Port Commission is also a major player in TDL initiatives. Since 2003 they have sponsored an annual Logistics Conference and prepared an annual Logistics directory. Their website is at www.indianalogistics.com

Ports

Port Authorities and the Indiana Port Commission

The Indiana Port Commission was created by act of the General Assembly in 1961 and is charged with facilitating economic development in Indiana through logistics facilities and services, maritime industrial and commercial development, development finance tools and strategic public-private partnerships.

The Indiana Port Commission oversees three public facilities in the State: Ports of Indiana at Burns Harbor, at Mount Vernon (also known as Southwind Maritime Centre), and at Jeffersonville (also known as Clark Maritime Centre). The Port of Indiana at Burns Harbor on the Lake Michigan shoreline in Porter County was dedicated in 1970. The Port of Indiana at Mount Vernon is on the Ohio River (just east of Mount Vernon, Indiana) began operations in 1976. The Port of Indiana at Jeffersonville in Clark County, also on the Ohio River, opened in 1985.

In addition to the Ports of Indiana, there are Port Authorities situated in the State: The Perry County Port Authority in Tell City and the City of Madison Port Authority, both on the Ohio River; in central Indiana, the Hoosier Heritage Port Authority in Hamilton County, and the Auburn Port Authority in DeKalb County in the northeastern corner of the State.

The Indiana port system provides major intermodal terminals for commodity movements, combining waterborne modes with highway and rail access. Industrial sites have been developed at each port for the location of firms directly engaged in marine transportation and also for those firms seeking proximity to multi-modal terminal facilities.

All of Indiana's public ports have implemented enhanced security measures since the September 11, 2001, attacks. The ports also continue to partner with the U.S. Coast Guard and the Department of Natural Resources to restrict non-commercial vessels from entering port waters. The Ports of Indiana also partner with local police and sheriff departments to maximize safety and security at each port.

The Indiana Port Commission maintains an internet web site at <http://www.portsofindiana.com> which provides information on the Indiana port system.

Indiana Legislative Changes

In 2003 new legislation was signed allowing the Ports of Indiana to offer development financing statewide, not just to port tenants. This will allow maritime and non-maritime businesses to develop transportation-related facilities such as intermodal facilities anywhere in the state, not just at the Ports.

Railroads

The following information is from the Indiana Rail Plan, completed for the INDOT by Parsons consulting firm in October 2002. The entire document can be found at www.in.gov/dot/pubs/train_plan/index.html.

Overview

Indiana has 4,877 railroad route miles, of which 91 percent are operated by Class I railroads, principally CSX Transportation, Inc. (CSXT) and Norfolk Southern (NS). The remaining miles are operated by 37 regional, local, and switching & terminal railroads. CSXT operates 1,929 miles and Norfolk Southern operates 1,569 miles. Other Class I railroads in Indiana are the Canadian National and Amtrak, which owns 18 miles of line in Indiana as part of its Michigan line service.

In 1999, approximately 100.1 million tons of rail freight was originated and/or terminated in Indiana. Nearly two-thirds of this traffic consisted of coal and primary metal products. Other major commodity groups include farm products, scrap metal, and chemicals. Approximately 65 percent of rail freight moving in Indiana is bridge traffic—that is, interstate freight traffic that neither originates nor terminates in the state.

Short line railroads in Indiana are a vital element of the state's rail network, serving 62 counties, 15 of which are served only by short lines. Indiana short lines in 1999 handled nearly 350,000 carloads of various commodities, mostly in conjunction with the large Class I freight railroads.

Canadian National Railway (CN) has a relatively minor presence in Indiana, operating 81 miles in northwest Indiana via South Bend and Valparaiso, neither originating nor terminating traffic of any significant volume by rail. Nevertheless, CN is one of the heaviest-traffic-density lines in Indiana, with an average of 32 freight trains per day between Detroit/Port Huron and the Chicago area. CN was privatized in 1995 with an initial public stock offering. It acquired, with STB approval, the Illinois Central Railroad in 1999 and the Wisconsin Central System in 2001.

Rail passenger service in Indiana is conducted by two operating entities: Amtrak and the Northern Indiana Commuter Transportation District (NICTD), known as the SouthShore Line. Amtrak serves 13 stations in Indiana, with eight named trains on five routes. At two of these stations, Indianapolis and Connersville, all service occurs between 7 p.m. to 1 a.m. and 3 a.m. to 9 a.m.

NICTD operates about 37 weekday electric trains, with fewer on weekends, between Chicago – Randolph Street Station and various points in Indiana, including Gary, Michigan City, and South Bend. In 1990, NICTD completed the purchase of the operating assets of the former Chicago, SouthShore, and South Bend Railroad following its entering bankruptcy in 1989. Freight service is provided under contract on the NICTD line by SouthShore Freight (CSS), a unit of Anacostia and Pacific Corporation.

Current Rail System in Indiana

The current rail system in Indiana is structured to primarily handle east-west traffic flows across northern Indiana to and from Chicago, across central Indiana through Indianapolis, and across southern Indiana between Louisville and St. Louis. These routes are primarily double-track. The north-south routes through Evansville (CSXT) and Muncie (NS), while carrying substantial traffic, are primarily single-track. The east-west routes carry nearly four times the traffic volume of the north/south routes.

CSXT has the two secondary main lines with comparatively modest traffic levels. These are both east-west lines, one in the north, the other in the south. CSXT's line segment between Lawrenceburg and Vincennes on the Cincinnati/St. Louis route carries about 17 million gross tons on the west end between Mitchell and Vincennes. This is primarily traffic between Louisville and Chicago/St. Louis. East of Mitchell, the traffic is about 9 million gross tons annually. **Figure 4-1** presents an overall picture of Indiana's railroad traffic density.

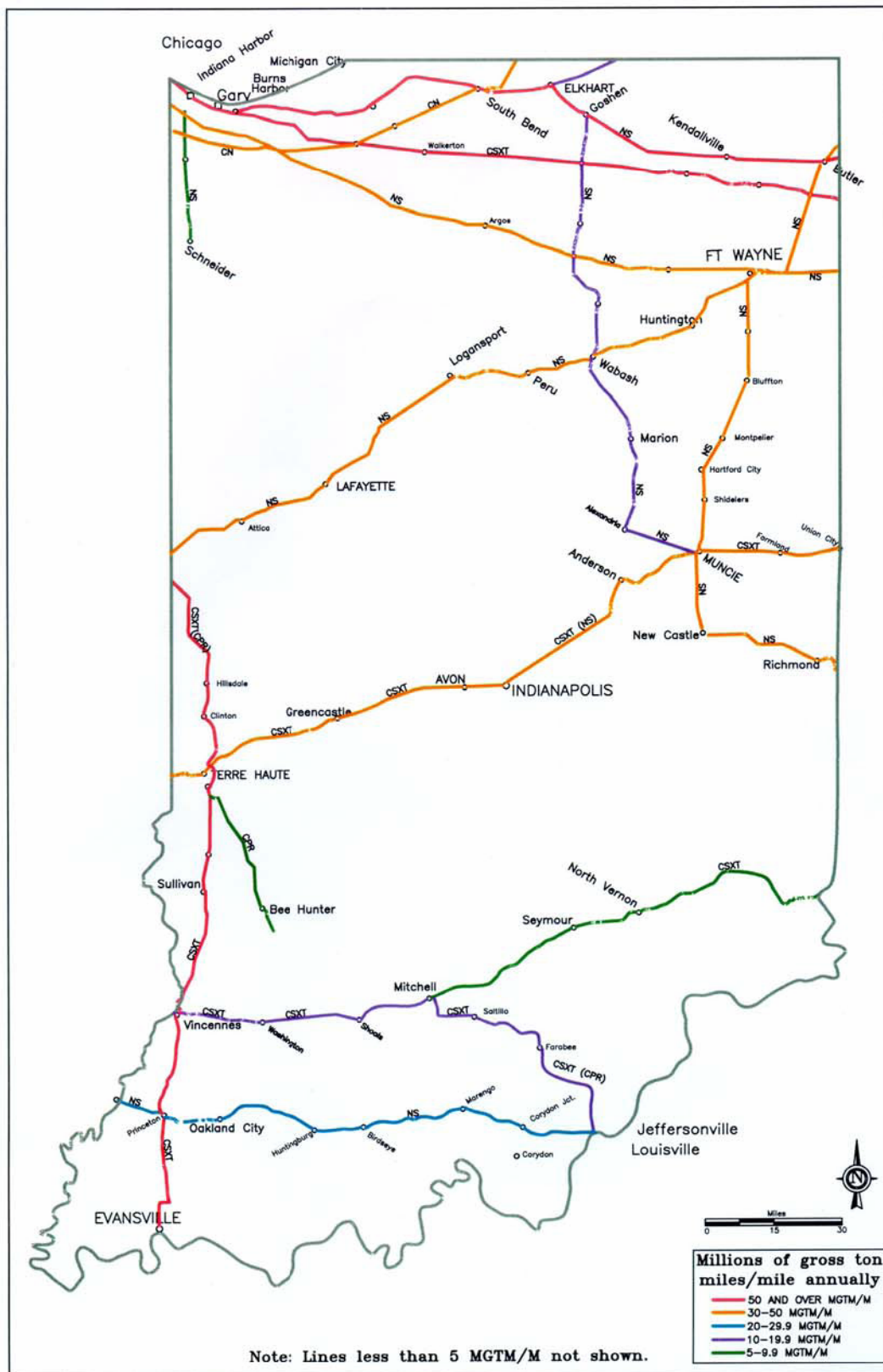


Figure 4-1

STATE FUNDING PROGRAMS FOR RAIL

Industrial Rail Service Fund (IRSF)

This is a grant and loan program to provide funding for rail infrastructure improvements, growth of rail business and job creation or to assist in purchasing a line threatened with abandonment. The program is aimed at providing assistance to short line railroads and port authorities (funds are not available for use by Class I railroads). The program is administered by the Rail Office of INDOT. In past years, the fund has targeted the upgrade of “excepted track” from the short line. Excepted track is the lowest track safety classification defined by the Federal Railroad Administration and denotes track that is in such poor condition that speed is limited to a maximum of 10 mph.

The fund can be used to:

- Provide loans to railroads that will be used to purchase or rehabilitate real or personal property that will be used by the railroad in providing rail transportation services.
- Pay operating expenses of the Indiana Department of Transportation, subject to appropriation by the general assembly.
- Provide \$50,000 annually to the Indiana Department of Transportation for rail planning activities.
- Provide money for the high speed rail development fund.
- Provide grants to railroads owned or operated by a port authority established under IC 8-10-5.
- Make grants to a Class II or Class III railroad for the rehabilitation of railroad infrastructure or railroad construction.

In the case of grants, limits are placed on the amount authorized in each case based on project cost, IRSF balance, and ranked per INDOT established criteria. The fund has been used to, among other activities, upgrade 32 percent of the short line railroad trackage from “excepted” track status to FRA Class 1, and added and upgraded capacity for economic growth.

Railroad Grade Crossing Fund

The Railroad Grade Crossing Fund was instituted in 1997, and since then more than \$4.7 million in state funds have been made available to local jurisdictions and railroads to fund improvements at highway/rail at-grade crossings. Passive highway/rail at-grade crossings do not have automatic train activated warning devices to warn the traveling public of an oncoming train. Over 2,000 passive grade crossing improvements, in 36 counties, have been implemented under the program. Types of improvements eligible include crossbucks, advance warning signs, pavement marking, overhead streetlights to illuminate a crossing, median barriers, upgrade signal lighting to high visibility LED, improvements for better sight distance and crossing closures.

High Speed Passenger Rail

In terms of future intercity rail passenger service, Indiana would be served by the Federal Railroad Administration’s presently designated high-speed routes between the western hub at Chicago and Detroit, Cleveland, Cincinnati, and Louisville. These routes are part of the Midwest Regional Rail Initiative, a cooperative, multi-agency effort to develop an improved and expanded network. This proposed 3,000-mile network includes a fleet of trains operating up to 110 mph. The capital investment required is about \$12.9 billion and the plan forecasts revenues sufficient to cover annual operating costs. See map in **Figure 4-2**.

Indiana continues to take part in the planning efforts of the Midwest Regional Rail Initiative as well as the Midwest Interstate Passenger Rail Commission, on which Indiana State Senator Robert Jackman serves as Chair. The Midwest Interstate Passenger Rail Commission brings together the region's leaders to advocate for expansion of and improvements to the Midwest's passenger rail system. The commission seeks to provide a unified voice for the region in calling for federal support of passenger rail development as a key component of a strong, multimodal transportation system for the future.



Figure 4-2

PLANS GOING FORWARD

Action Plan for Funding Improvements

1. Continue to closely monitor the lowest-traffic-density short lines and their continued viability and to develop contingency plans where potentially necessary. There are currently 11 short lines with traffic densities below 50 carloads per route mile. These short lines constitute 293 route miles and handled 8,674 carloads in the year 2006, an average of 30 carloads per route mile.
2. Where the future need is apparent, preserve to the extent possible the 1,200-mile short line network by continuing to fund track structure rehabilitation, including upgrading of track structure and bridges to accommodate carloads up to 286,000 lbs. Continuously review and evaluate a system of priorities for this investment program, utilizing data presented in the Rail Plan. Existing funding levels in the Industrial Rail Service Fund are \$1.5 million per year.

Freight and Passenger Project Investments

3. Examine potential of diverting some truck traffic from the Indiana highway network by commencing a study of feasibility of short haul intermodal trailer/container service between Louisville, KY, and Chicago, IL, in the I-65 corridor. The study should address the commercial structure of such a service, the preferred rail route, facility locations, alternatives to trackage rights fees, the role of Hoosier Lift intermodal terminal at Remington, IN, interline connections, and a

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capital program for route rehabilitation, including vertical clearance requirements. Coordinate this study with future plans for expanded rail passenger service to determine where the investment creates the most synergy for both freight and passenger service in Indiana.

Safety

4. It is well documented by the Federal Railroad Administration, that the most effective way to improve railroad crossing safety is to close crossings. In 1997 the Railroad Grade Crossing Fund was instituted, part of which targets crossing closures. INDOT has established a program to compensate communities that choose to permanently close crossings. Annual candidates are selected based on the USDOT Predicted Accident Rate and selected until funding is exhausted. There were five crossing closure projects that were awarded funding in 2007.
5. Evaluate the attention focused on highway/rail at grade crossings, warning devices, and associated laws provided in drivers license examinations and driver education classes (possibly through a driver survey). Generally, the public is not cognizant of a train's size, momentum, and stopping limitations because exposure to the railroad industry is much less now than in past years. The importance of obeying warning devices and the dangers of crossing railroad tracks, especially at multiple track crossings where a second train may be approaching just after a first train has passed, is as valid today as in the past.

Intermodal Freight and Passenger Facilities

6. Examine the potential for a public/private partnership to design and construct a new passenger station at Michigan City. Potential participants include the state, Amtrak, private concessionaires, local government, etc.
7. Continue regular coordination utilizing the Logistics Council as a mechanism to program with the Indiana Port Commission and other Public port authorities to promote and facilitate intermodal interface with rail in support of Indiana industries.
8. Continue regular coordination with state agencies that support industrial development matters that affect rail carriers, as well as to keep informed of changing industrial trends that will affect the Indiana rail network, such as anticipating changes in grain marketing and logistics. Established in October 2006, the Indiana Economic Development Corporation has available \$200,000 annually to provide assistance for rail carriers' growth of commerce.
9. Continue financial and technical support of state and regional passenger rail planning activities. Investigate and identify funding sources to begin the next step of a Draft Environmental Impact Statement and Preliminary Engineering necessary to construct the Midwest Regional Rail System in Indiana.
10. Pursue aggressive public financing support for rail projects that have demonstrable benefits to the Indiana transportation system, including reductions in traffic choke points, enhanced safety, and improved air quality. Leverage these public investments with rail carriers to reduce historic barriers to intermodalism and thereby promote a more seamless network for both freight and passenger traffic to and through Indiana. The recently completed Alameda Corridor in southern California is a prototype of such investments.
11. Continue regular formal meetings with railroads, including Amtrak, shippers, and other stakeholders, such as MPOs, at least annually. Formal meetings with railroads should occur more frequently to address specific types of issues such as railroad capital plans, state investment plans, safety, and service issues. Similar coordination should be formalized with Departments of Transportation in adjacent states.

Aviation

Indiana is served by a well-developed aviation system. The system has been continuously developed over the years using federal, state and local resources. Each airport serves an important role and interacts with the other facilities in measurable ways. The system provides access for business, tourism and recreation. The following section describes Indiana's existing aviation system.

Facilities

Indiana's existing aviation infrastructure includes 109 public-use airports and close to 600 private-use facilities. Of the public use facilities, 69 are identified in the Indiana State Aviation System Plan (ISASP) as being of "statewide importance." (See **Figure 4-3**) Approximately 65% of all Indiana's aircraft are based at "System Plan" facilities. Of the facilities in the ISASP, 67 are also in the FAA's National Plan of Integrated Airport Systems (NPIAS). An airport's inclusion in both the ISASP and the NPIAS means that the facility is eligible for both FAA and State development funding.

<i>Indiana Aviation Activity</i>					
Activity	Based Aircraft	Aircraft Operations	Air carrier Enplanements	Indiana Pilots 2007	
1990	4,150	2,458,872	3,831,272	Total	9,935
1995	4,161	2,377,833	4,159,572	Students	1,292
2000	4,377	2,031,000	4,919,443	Private	4,791
2005	4,366	1,800,000	5,145,061	Commercial	2,087
2010	4,553	1,907,236	6,112,490	Airline Transport	1,707
2015	4,662	1,985,211	7,144,642	Recreational	7
2020	4,780	2,055,649	8,388,338	Sport Pilot	51
Sources: Indiana State Aviation System Plan					
FAA Terminal Area Forecasts					
Pilot database at www.landings.com					

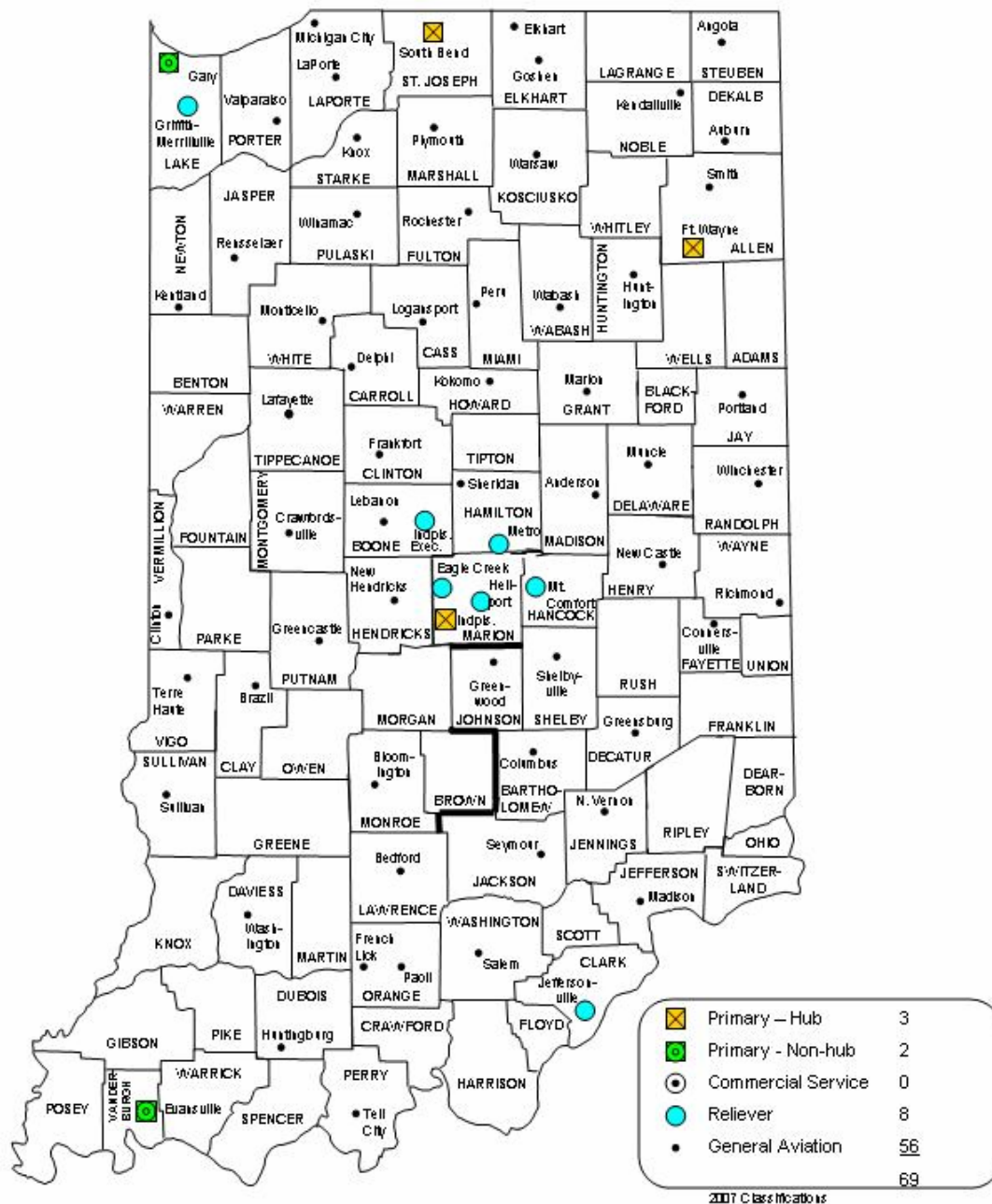
Table 4-3

At present, Indiana has five airports that are classified as primary airports, or airports which enplane over 10,000 passengers per year. They are as follows: Evansville Regional Airport, Fort Wayne International Airport, Indianapolis International Airport, South Bend Regional Airport, and Gary-Chicago International Airport. In addition, Indianapolis International Airport and Fort Wayne International Airport are qualified Cargo Service facilities as well.

Commercial service airports are facilities which enplane between 2,500 and 10,000 annual passengers. Currently, Indiana has no commercial service airports. Due to congestion at large hub airports such as Chicago O'Hare, low passenger volume flights from smaller cities are suffering because they are not as economically profitable for the airlines as the higher volume flights from larger cities.

Airports which do not receive scheduled airline service or which enplane fewer than 2,500 passengers annually are classified as general aviation facilities. General aviation airports service aviation needs other than military and commercial carrier and includes business flying, flight instruction, personal flying, agriculture spraying, aerial photography, etc. This category of airport is further broken down into two groups, including reliever airports and strict general aviation airports. Reliever airports are defined as general aviation airports in metropolitan areas which fulfill specific congestion relief functions. These facilities are intended to reduce congestion at large primary airports by providing general aviation pilots with alternative landing areas. Reliever airports also provide surrounding metropolitan and suburban areas with access to air transportation.

Airports in State Aviation System Plan



Revised 3-22-2007

Figure 4-3

Indiana currently has a total of 6 reliever facilities. These facilities provide congestion relief for Chicago Midway Airport, Indianapolis International Airport, and Standiford Field in Louisville, Kentucky. Indiana's reliever airports include: Clark County Airport in Jeffersonville, Griffith-Merrillville Airport in Griffith, Eagle Creek Airpark in Indianapolis, Metropolitan Airport in Fishers, Mount Comfort Airport in Indianapolis, and Indianapolis Executive Airport near Zionsville.

Airports which have fewer than 2,500 annual passengers and do not provide specific congestion relief

functions are classified strictly as general aviation facilities. General aviation accounts for the majority of all civil aircraft throughout the nation and in Indiana. The remaining state system plan facilities fall under this category. The map in **Figure 4-3** details ISASP airport locations and classifications.

Airport Access

The FAA's NPIAS planning guidelines recommend that population centers should have adequate access to a suitable aviation facility. Adequate access is defined as a thirty-minute driving time (20 miles) to a facility that meets the community's needs. Nationally, the NPIAS estimates that over 97% of the population of the United States lives within twenty miles of a NPIAS airport. In Indiana, an estimated 98% of the population resides within a twenty-mile radius of an ISASP facility.

Runways

Indiana's public-use runway facilities have grown in length. The state now has 33 airports with runways over 5,000 feet in length, making them capable of accommodating many of the business jet aircraft.

Economic Impact

According to the Aviation Association of Indiana, the total 2005 economic impact of Indiana's airports was more than \$4.9 billion. Additionally, more than 18,900 people are employed at Indiana Airports.

INDIANA STATE AVIATION SYSTEM PLAN GOALS

As Indiana's aviation infrastructure grows, the mission of the Indiana Department of Transportation Office of Aviation is to work to ensure a total fulfillment of safety and security standards and the promotion of an environment which ensures sustained airport development for current and future needs. Aviation planning goals of the Indiana Department of Transportation focus on the safety, security, preservation, and congestion relief of the aviation system while continuing to meet air travel demands. Specifically, the aviation planning goals are as follows:

To develop, preserve, and enhance an airport system which is safe and reliable and meets the current and future air travel demands of all of Indiana residents, those doing business within the State and visitors to the State.

- Preservation and enhancement should focus on maximizing the use of federal and state airport development funds.
- Preservation and enhancement of the capacity of our existing airport system should occur without creating or intensifying competition between existing individual facilities.
- Preservation and enhancement of the utility of our airport system should occur through sensible, justifiable, cost effective development which increases airport capability while minimizing negative impacts where practical.
- Airport pavements should be maintained to a minimum service level consistent with the classification of the airport.
- Airport utility should be maintained or enhanced to meet instrument approach capabilities appropriate to the classification of the airport.

To promote security through communication, education and facility enhancement to protect airport users and visitors.

- Communication procedures should be enhanced to disseminate important security information to airports quickly and efficiently.
- Education should focus on encouraging airport operators and users to be vigilant at all times and report suspicious activity to the appropriate law enforcement agency.

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- Facility enhancement should focus on promoting systems to limit access to aircraft, aircraft ramps, parking facilities, hangars and fuel storage areas.

To promote aviation safety through the fulfillment of State Statutory Obligations.

- All private and public-use landing facilities (airports, heliports, ultra-light flight parks, and sea-plane bases) are to be inspected and/or certified as required by 105 IAC 3-3. Through this inspection process, the Office of Aviation strives to maintain a high level of safety within the aviation system.
- All tall structures which fall under the Indiana Regulation of Tall Structure, I.C. 8-21-10, are to be processed for permits. This is to provide for the safety, welfare and protection of persons and property in the air and on the ground, while maintaining electronic communications within the state.

To provide adequate airport access to all of Indiana's population.

- All Indiana citizens should be within 30 minutes (20 miles) of an Indiana State Aviation Plan airport.

Airport Improvement Funding

The primary purpose for developing the Indiana State Aviation System Plan, and maintaining the information that supports it, is to provide information to policy makers for the purpose of guiding public investment. The System Plan serves as an eligibility guideline and as a long-term view of capital development needs. It provides a snapshot of the health of the entire system. This snapshot allows policy makers to identify the geographic regions and airport facilities that are experiencing growth, as well as to prevent any surprises for airport construction needs related to capacity shortfalls or facility deterioration. A capital spending plan to meet the needs of Indiana's aviation infrastructure is established through the development of a Capital Improvement Program.

The basic purpose of the Capital Improvement Program (CIP) is to maintain an airport specific, short-term listing of development needs and budget for those needs. This listing is used to identify project costs and to match state and federal financial resources to construction projects according to state and federal development priorities.

AIRPORT DEVELOPMENT FUNDING

Airport development funds come from a combination of federal, state and local sources. The federal program is the largest while local funds come from the most diverse sources. While all levels of government are involved in funding airport development projects, by far the largest source of funds is derived from excise taxes on aviation activity. In other words, the users of the system pay for its operation, upkeep, and development.

The National Priority System (NPS)

One of the factors that influence an airport's ability to obtain federal funding is the FAA's National Priority System. The objective ranking system for federally funded projects prioritizes six general categories; *Safety and Security Projects, Preservation Projects, Standard Projects, Upgrade Projects, Capacity Projects, and New Airport Construction*. The NPS takes into account project type and airport utility. In this way, the needs of small general aviation airports can be weighed against large commercial airports.

Federal Funding Sources:

Federal funds make up the largest source of funds for airport development in Indiana. The Airports and Airway Trust Fund is the mechanism that funds the Federal Aviation Administration's Airport Improvement Program. The trust fund is supported by excise taxes levied on airline tickets, non-commercial aviation fuels, airfreight shipments and departing international airline passengers.

Three basic types of federal funds are available for airport construction from the Airport Improvement Program (AIP). These fund types include entitlement funds, state apportionment funds, and discretionary funds. The category of funding for which an airport applies is determined by activity levels. AIP grants are now issued for 95% of the project cost while the state and local participants provide 2.5% each.

- *Entitlement Funds:* All primary airports receive entitlement funds based on the number of passengers enplaned at their facilities. The minimum entitlement amount is \$1.0 million. If an airport elects to use entitlement funds for projects with low scores in the National Priority System, they may jeopardize their chance of obtaining discretionary funds that fiscal year.

General Aviation entitlements, dubbed Non-Primary Entitlements (NPE), were created by the Aviation Investment and Reform Act for the 21st Century (AIR-21) legislation and renewed by the Century of Aviation Reauthorization Act (Vision 100). This entitlement is allocated to all general aviation airports meeting FAA eligibility requirements and included in the NPIAS. Vision 100 authorizes the NPE through 2007. Funding amounts have been set at \$150,000 per year or 1/5 of the eligible costs as listed in the NPIAS, whichever is less. Although authorized, the NPE only kicks in if the total appropriated amount in the National Airport Improvement Program reaches the threshold of \$3.2 billion. Vision 100 Authorizes \$3.5 billion in 2005, \$3.6 billion in 2006 and \$3.7 billion in 2007.

Although INDOT administers matching grants (now 2.5%) to these entitlements, the actual federal grant portion goes directly to the receiving airport, and is not administered through INDOT.

- *State Apportionment Funds:* Airports eligible for state apportionment funds include commercial service airports and general aviation airports. State apportionment funding levels averaged \$4.6 million for the period 2004-2006.
- *Discretionary Funds:* All eligible airports must compete for discretionary fund grants on a nationwide basis with all other airports. Although the FAA uses the National Priority System to help evaluate projects, whether or not a project is selected for discretionary funds occurs at the option of the FAA. Requests for Airport Improvement Program dollars greatly exceed the amount of available federal funds.

State Funding Sources

The State of Indiana also provides funds for airport development. State airport development funds are drawn from the Indiana General Fund and the Build Indiana Fund, and are administered through the Office of Aviation of INDOT. Unlike Indiana's public transit and railroad programs, which derive funding either from state sales tax, gasoline taxes, or other dedicated sources, there is no dedicated revenue source for aviation system development or infrastructure investment. General Fund and Build Indiana Fund (BIF) appropriations are made by the Indiana General Assembly and are the two primary funding mechanisms.

The State Matching Grant program, funded from the Indiana General Fund, provides for matching federal grants. Grants are issued under this program to provide a matching share for grants under the Federal Airport Improvement Program.

The State/Local Grant program, funded by BIF, is used to fund projects for which federal funds are not available. This program divides development costs between state funds (50%) and local funds (50%). Projects in the State/Local program are selected by state priority system, which emphasizes safety and preservation. Biennial expenditures for the State/Local matching program have historically been approximately \$2 million. This program has been suspended for several years due to budgetary considerations.

The Airport Development Revolving Loan Program was created by the legislature in 1990. To date, this program has not been funded.

Local Funding Sources

Local airports sponsors provide the balance of funds for aviation infrastructure development. Local share

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is now 2.5% for Federal Airport Improvement Program grants and 50% for State/Local grants. Local taxes, bond issues, airport revenue, and private investments are all potential sources for local share.

FUTURE AVIATION NEEDS

Federal and State Funding

One of the difficulties in planning for aviation infrastructure development is the lack of consistent multi-year funding programs on both the federal and state levels. Vision 100 includes multi-year funding, but it has significant gaps. It contains language to encourage the appropriation of all funds authorized each year, but it does not require or guarantee that this will occur. Additionally, it expires in 2007. Several provisions of Vision 100 depend on the ability of Congress to fully fund the authorized amounts.

The same difficulties that exist in consistent multi-year funding at the federal level also exist at the state level. Aviation infrastructure is funded out of General Fund appropriations by the Indiana General Assembly. This means that a new request must be made each biennium for funding the State Matching Grant program and the State/Local program. Aviation is the only mode of transportation that does not have a dedicated source of funds for development. All other modes are able to access the state gasoline tax or the state sales tax to fund permanent development accounts. Because of unpredictable federal and state funding amounts, INDOT and the FAA employ a 5-year planning period for airport development projects.

Future Project Requests

According to the FAA NPIAS, 5-year capital development costs for Indiana airports are estimated to be approximately \$740 million. Additional major improvements are being requested by both Indianapolis International Airport (midfield terminal) and Gary/Chicago (terminal and runway extension).

Some of the more prominent projects identified in airport master planning efforts at some of Indiana's primary airports include the following:

- **Indianapolis International Airport** shows a need for acquiring additional land for development, a new command and control center, relocation of the south perimeter road, and for space for an additional runway to be preserved.
- **Gary/Chicago Airport** has sufficient infrastructure and is suitably positioned to be the third major airport serving the Chicago area, but needs a runway extension, a new terminal and other development to meet future demand.
- **South Bend-Michiana Regional Airport** shows a need for a new cargo area ramp construction and roadway relocation.
- **Evansville Regional Airport** shows a need for a runway extension and general aviation apron reconstruction.
- **Fort Wayne International Airport** shows a need for a freight terminal, land acquisition and a fuel/oil pipeline.

When High Speed Rail becomes established in Indiana, these primary airports can serve as appropriate multi-modal facilities at which to locate the stations. Otherwise, convenient links to these facilities will be necessary.

Another cost identified for Indiana airports involves accessibility. A major goal for the Indiana State Aviation System Plan as a whole is to improve safety and accessibility to airports under poor weather conditions. Cloud base altitudes and visibility minimums at which a given airport should be able to safely accommodate air traffic are identified in the Indiana Approach Procedures Assessment. An estimated \$2.1 million in establishment costs is needed to reach these target instrument approach capabilities.

AVIATION SUMMARY

Despite lacking consistent or dedicated funds for airport development, Indiana has succeeded in

maintaining and improving a strong aviation system. Since 2003, the economic impact of Indiana airports has increased more than 6.5 percent. Aviation continues to play an increasing role in business in Indiana. General aviation airports provide a vital link for businesses across the state. As congestion at major hub airports worsens, it is more important than ever to plan for the future. To ensure a safe, secure, and efficient transportation system that can serve as an economic engine for Indiana, aviation must be developed and enhanced at every opportunity.

Public Transit

Indiana does not have a state owned and operated public transit system. All of the systems are either owned or controlled by local units of government, which are solely responsible for making all operating decisions. The state's major function is to distribute financial assistance, manage grant programs, and provide technical assistance and planning support.

The following section describes Indiana's dedicated funds for mass transportation, and provides an overview of the status of public transit in Indiana today, and plans for the future.

STATE OF INDIANA TRANSIT FUNDING PROGRAMS

In 1981, the General Assembly created the Public Mass Transportation Fund (PMTF). This fund came from a dedicated portion (0.76%) of the state sales tax, and more than doubled the state's annual appropriation to transit. At the time, Indiana was one of only a few states that had dedicated funding. This was no small achievement given the state's predominantly rural composition and long standing policy that transit was a local issue.

The following chart (**Figure 4-4**) illustrates the amount of funding the PMTF has provided since 1995. The PMTF has risen from \$9.5 million in 1981 to \$35 million in 2007.

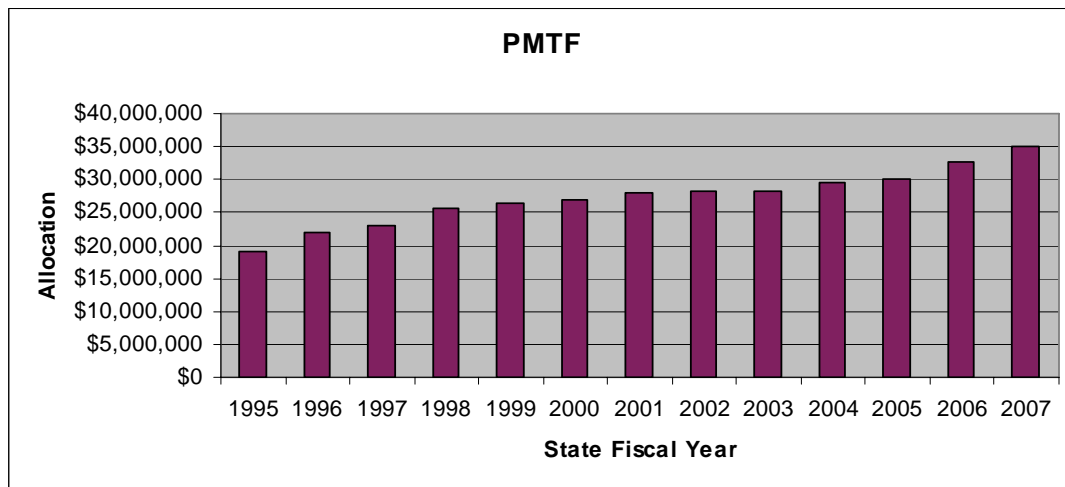


Figure 4-4

The PMTF remains a federal matching grant program, with most of the assistance going to the bus systems in the state's major urban areas; and to the Northern Indiana Commuter Transportation District, which subsidizes the South Shore commuter rail service between South Bend and Chicago. This additional state funding, coupled with a growing federal program, has fostered the emergence of new state supported transit systems; increasing the number from 18 public systems in 1980 to 61 in 2007.

PMTF monies are allocated using a performance-based formula to eligible municipal corporations (as defined by Indiana Code 36-1-2-10). Operating expenses, passenger trips, total vehicle miles, and locally derived income data are utilized to compute the formula allocations. The purpose of this formula is to "reward" systems for increasing ridership, keeping operating expenses minimal, and providing substantial locally derived income.

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Additional state funding is provided to Commuter Transportation Districts. The Electric Rail Service Fund is generated from property tax on a railroad company's distributable property that provides service with a commuter transportation district established under Indiana Code 8-5-15. These funds are only available to commuter transportation districts that have substantially all of their service performed by electrical powered railroads.

The Commuter Rail Service Fund, Sales Tax, is distributed to commuter transportation districts to be used for maintenance, improvement, and operation of commuter rail service. The Commuter Rail Service Fund, Situs Tax, is collected from the indefinite-situs tax on distributable property of railroad car companies (Indiana Code 6-1.1-8-35) to be used for debt financing for long term capital needs.

Currently, all monies from the Electric Rail Service Fund (ERSF) and the Commuter Rail Service Fund (CRSF) go to the Northern Indiana Commuter Transportation District (NICTD), the only entity eligible for these funds at the present time. In 2005, NICTD received over \$32,000 from the ERSF and just under \$10,000,000 from the CRSF.

2005 Annual Report

According to the 2005 Indiana Public Transit Annual Report, the most recent data available at the time of this Long Range Plan Update, Indiana maintained a public transit network of fifty-eight (58) urban and rural public transit systems. In 2005 those systems provided over 33.5 million rides in Indiana. The INDOT Office of Transit publishes an Annual Report every year that includes ridership statistics, financial data, and information on each public transit system in the state. These Reports are available online at www.in.gov/dot/modetrans/.

The state map in **Figure 4-6** illustrates transit system coverage across the state as of calendar year 2007. The network grew to 61 transit systems in 2007 with the addition of 3 new countywide agencies and the expansion of 6 regional agencies.

Ridership History

The chart in **Figure 4-5** shows the history of ridership on Indiana's transit systems from 1999 to 2006.

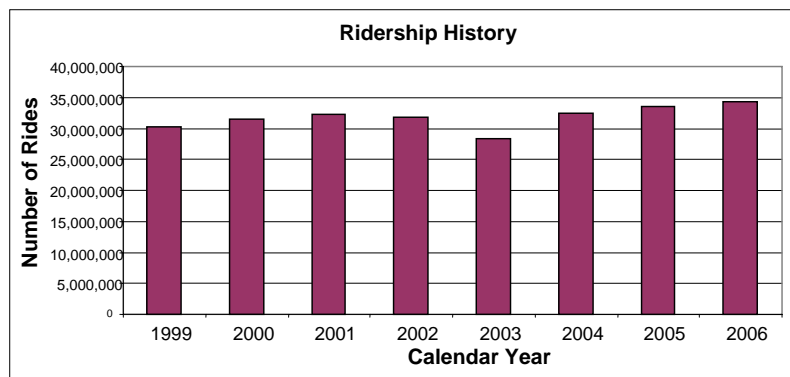


Figure 4-5

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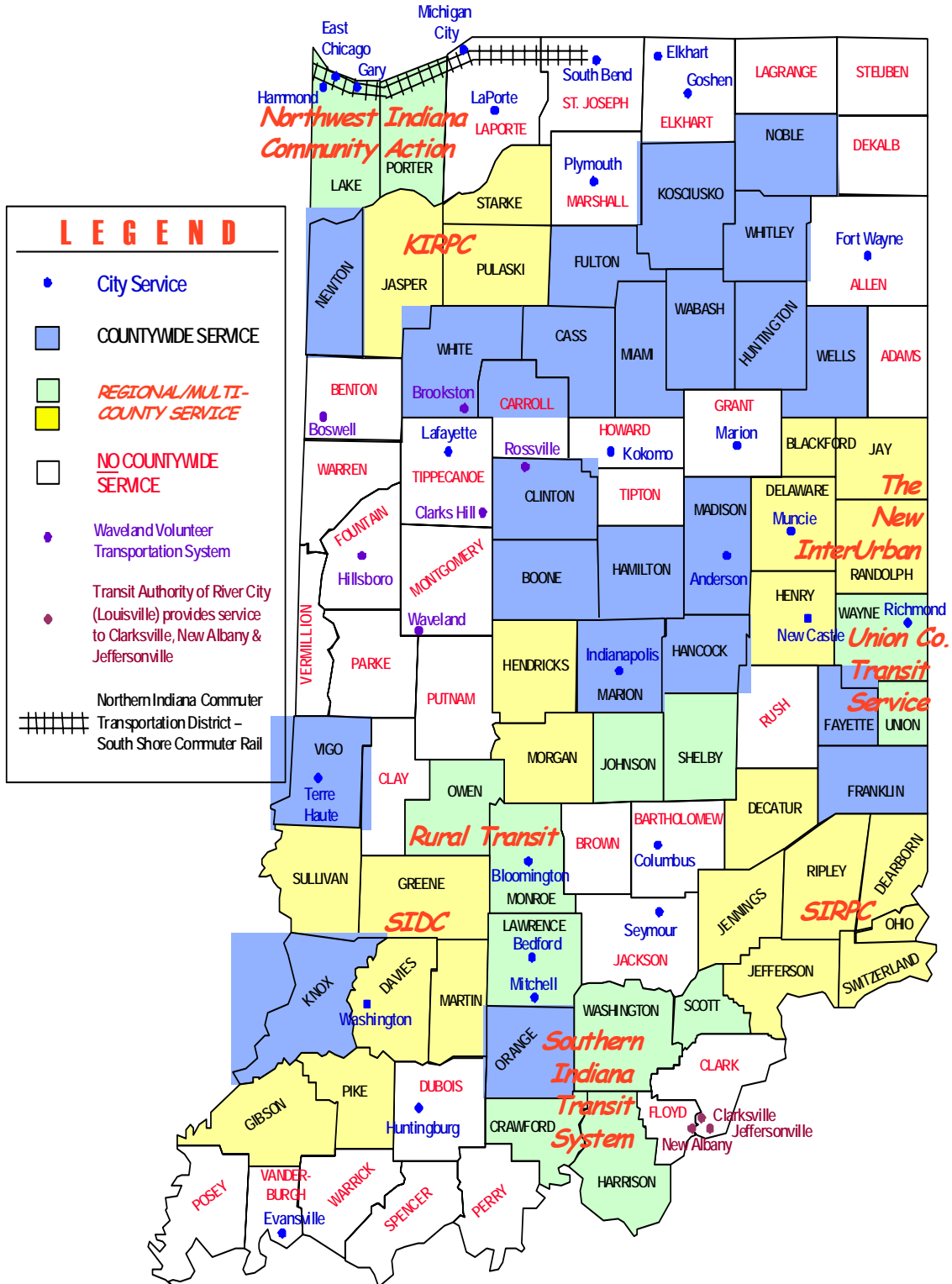


Figure 4-6

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FEDERAL TRANSIT FUNDING

The most recent surface transportation reauthorization bill was signed into law in August of 2005. The Safe, Accountable, Flexible, Efficient, Transportation Equity Act: A Legacy for Users (SAFETEA-LU) includes provisions for transit that will improve the coordination of transportation services for the elderly, persons with disabilities, and low income individuals by requiring local communities to set community-wide funding priorities in a locally coordinated plan. The legislation also permits the use of other Federal funds (such as Medicaid or Temporary Assistance for Need Families) as local match for Federal Transit Administration programs serving the elderly and/or disabled community, or low-income individuals.

SAFETEA-LU also offers more funding predictability and stability by distributing more funds by formula, in particular the Jobs Access/Reverse Commute Program. And, the rural transit funding program (U.S.C. Section 5311) is significantly increased for the non-urbanized areas in the state.

The following Federal Transit Administration (FTA) programs are administered through INDOT's Office of Transit:

FTA Section 5307 - Urbanized Area Formula Program

FTA Section 5307 is a formula grant program for urbanized areas with populations greater than 50,000. The FTA apportions the funds according to a complex formula including population, air quality, and operating characteristics.

An eligible recipient can use Section 5307 funds to offset either 80 percent of the net cost of a capital project (including preventative maintenance expenses) or up to 50 percent of the net operating deficit (only in urban areas with less than 200,000 population).

FTA Section 5311 - Rural Formula Funds

The Section 5311 program supports public transit systems in small urban and rural areas in the state with populations less than 50,000. Eligible systems annually apply and receive funding for operating and capital costs. Capital grants are funded up to 80 percent of the total project cost and operating grants are funded up to 50 percent of the net project cost (total operating cost less operating revenue).

FTA Section 5311(b) - Rural Transit Assistance Program (RTAP)

Section 5311(b) created the Rural Transit Assistance Program (RTAP) to provide technical assistance, training, and research for rural and specialized transportation providers. The Indiana RTAP provides technical assistance to rural public transit operators, on-site training, and a fellowship program that provides financial assistance for operators to participate in training courses. The program also has a national element that develops information and materials for use by local operators and state departments of transportation.

The Indiana RTAP can be contacted toll free at 1-800-709-9981, by e-mail, or visit their website at www.indianartap.com.

FTA Section 5311(f) - Intercity Operating, Capital, Planning, and Marketing Assistance

The Section 5311(f) program provides funding assistance to transportation entities for the provision of intercity transportation-related services (see table on page 10). This program was created to address the abandonment by intercity carriers and the special needs of isolated rural areas. The Section 5311(f) program funds capital grants at up to 80 percent of the total project cost and operating grants are funded up to 50 percent of the net project cost (total operating cost less operating revenue).

FTA Section 5303 (Metropolitan Transit Planning) and FTA Section 5313 (Statewide Transit Planning)

The INDOT Office of Transit administers the FTA Section 5303 and Section 5313 programs. These programs are designed to provide financial assistance to the 14 Metropolitan Planning Organizations (Section 5303) and INDOT (Section 5313) for the development of transportation plans, transit service evaluations, technical studies and assistance, and other planning related-projects.

FTA Section 5310 - Transportation for Elderly Persons and Persons with Disabilities

The Specialized Transit Program (U.S.C. Section 5310) at INDOT is a federal grant program designed to improve mobility for the elderly and persons with disabilities. Funding provides capital assistance (vehicles and related equipment) to meet the special transportation needs of the elderly and persons with disabilities in all areas – urbanized, small urban, and rural. The program requirements include coordination among those recipients of federal and state programs and services in order to make the most efficient use of federal resources.

Eligible grantees include private non-profit corporations and public bodies approved by INDOT to coordinate services for elderly and disabled persons. The program matches up to 80 percent of project costs, with the remaining 20 percent provided by the local entity. The total amount of federal money spent in Indiana for this program has increased to approximately two million dollars annually; and INDOT continues to receive more requests for vehicles every year than can be funded with the annual allocation.

FTA Section 5309 - Capital Discretionary Program

FTA Section 5309 funding is available on a discretionary basis to urban and rural transit systems for capital improvements including the purchase of new equipment, acquisition of property, and the construction of facilities for public transportation purposes.

TRENDS IN PUBLIC TRANSIT

A variety of improvements in the provision of public transit are currently on the horizon. The most promising is the use of **Intelligent Transportation Systems (ITS)**. ITS is becoming an integral part of system-wide transportation, not just transit. It is defined as electronics, communications, or information processing used singly or in combination to improve the efficiency or safety of a surface transportation system. Transit systems can increase efficiency in service by using **Automated Vehicle Locator (AVL)** systems, a technology that electronically tracks the location of transit vehicles. And in conjunction with the road/highway system, can help reduce congestion - both peak-hour and incidental events. This kind of technology is currently being implemented in some of Indiana's urban areas, and transit agencies are just beginning to discover the possibility of uses in transit service.

The public transit systems in Indiana are all part of local plans for **Security** threats. Whether a natural disaster or a terrorist threat, public transit plays a role in assisting communities in planning and carrying-out security initiatives and activities. Large urban systems are required to spend a portion of their federal formula allocation on security-related projects. Many of the rural public transit systems in Indiana are part of their county's emergency response team and are trained in evacuation procedures and other related activities.

The **aging of our population** will also have an affect on the need for public transit. A natural part of aging is the impairment or loss of the ability to operate a vehicle; and as the large "baby-boomer" segment of our population grows older, their mobility needs will have an affect on the transportation system. The new SAFETEA-LU legislation addresses senior transportation with increases in funds for programs, as well as new programs that assist seniors with transportation services. Indiana will have to prepare to meet those needs of increased demand for elderly-friendly fixed-route vehicles and improved paratransit services.

"Welfare to Work" or "Access to Jobs" grant programs have become important in recent years because of the recognition that transportation is a critical step in getting people to jobs. Transit systems are taking

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advantage of federal programs that allow a transit agency to extend their hours of service, offer special routes or other innovative services. SAFETEA-LU changed the Jobs Access/Reverse Commute program to a formula-based allocation rather than earmarks under the ISTEA and TEA-21 legislation.

Flexibility in funding has been a part of surface transportation funding since it was offered in the Intermodal Surface Transportation Efficiency Act of 1991 and the subsequent TEA-21. Congress has allowed funds traditionally used for road construction to be used for transit. Indiana has taken advantage of the Congestion Mitigation/Air Quality Program and Surface Transportation Program by flexing millions of dollars from highway funding to transit programs.

Compliance with programs such as the Americans with Disabilities Act, the Clean Air Act and Amendments, and Drug and Alcohol Testing will continue to impact the operation and grants management of transit systems.

The **Inter-City Bus Program**, a requirement of the Federal Section 5311 (Rural Transit Formula) Program, is funded through 15% of the state's annual apportionment of Section 5311 Funds. The Office of Transit awards an average of \$500,000 in grants per year for intercity transportation projects. Unfortunately, Greyhound has cut some of its inter-city service in Indiana and other states, over the last few years.

Coordination is not a new trend in transit. It is the method used by many rural systems in the U.S. to getting started with a public transit system. Simply, it is looking at the transportation resources located in a county or region (usually social service agencies that run specialized transit programs already) and through various scenarios, coordinate those resources to provide general public transit service. SAFETEA-LU has emphasized coordination through its requirement for some transit programs (Jobs Access/Reverse Commute, Elderly and Persons with Disabilities, and the new New Freedom) to first develop a locally-derived Human Service / Public Transit Coordination Plan before receiving funding through these programs.

Plans for **Passenger Rail and Rapid Transit Corridors** are currently under development in Indiana in the Indianapolis metropolitan area, and in northwest Indiana. Northwest Indiana is studying two new corridors (to Lowell and to Valparaiso) for NICTD's South Shore service to Chicago. The Indianapolis MPO is studying a region wide rapid transit system, with the first leg developed in the northeast corridor (Noblesville/Fishers to downtown Indianapolis).

In 2005, the **Northwest Indiana Regional Development Authority** was created to help develop and fund airport expansion at the Gary/Chicago airport, regional rail, regional bus, and shoreline and economic development capital projects. Two potential projects are a Regional Bus System and a new corridor for NICTD. As of the writing of this Update, the two potential projects are in development.

In Indianapolis, the Regional **Rapid Transit Study (RTS)** known as "*Directions*" is a comprehensive study of rapid transit in the greater Indianapolis area. In 2007 the conclusion of the alternatives analysis is expected with the choice of a locally preferred alternative and service technology. In 2004, the central Indiana region created the Central Indiana Regional Transportation Authority (CIRTA) with elected membership from the 9-county region. CIRTA will likely be the project sponsor as the RTS moves forward with the Draft Environmental Impact Study, and eventually will be the implementer of the RTS.

Bicycle and Pedestrian Transportation

Bicycle and pedestrian facilities are gradually becoming a meaningful part of the transportation network in Indiana. Valued for their potential health benefits and positive effects on air quality, walking and bicycling now represent the chief non-motorized forms of transportation available for both utilitarian and recreation purposes. As alternate modes of travel, facilities for walking and/or bicycling are effective means of attaining social, environmental, land use and energy conservation goals.

Planning for bicycle and pedestrian facilities is a relatively new function within the Indiana Department of Transportation. Historically, most bikeway and pedestrian-related planning has been conducted at the local level in Indiana. Under ISTEA however, a shift began to take place where INDOT, in coordination with non-motorized transportation stakeholders, began to focus more resources toward the planning and

development of non-motorized transportation infrastructure. INDOT's policy towards bicycle and pedestrian transportation grew out of a joint coordination effort between the Indiana Department of Commerce, the Indiana Department of Natural Resources (DNR), the Indiana Bicycle Coalition and the Hoosier Rails-to-Trails Council. After careful deliberation, the following policy statement emerged from the coordination effort:

“INDOT will support non-motorized modes of travel as a means to increase system efficiency of the existing surface transportation network, reduce congestion, improve air quality, conserve fuel and promote tourism benefits. INDOT will work to remove unnecessary barriers to pedestrian and bicycle travel.”

INDOT continues to administer the Transportation Enhancement (TE) program which funds many bicycle/pedestrian facility projects across the state. More recently, under the new SAFETEA-LU legislation the Safe Routes to School Program has been implemented by INDOT. This program targets infrastructure improvements (sidewalks, crosswalks, on-street bicycle facilities, etc.) as well as non-infrastructure improvements that enhance and increase bicycle and pedestrian travel to and from schools.

THE INDIANA STATE TRAILS, GREENWAYS AND BIKEWAYS PLAN

The following excerpts are from the July 2006 document Hoosiers on the Move. The Indiana State Trails, Greenways and Bikeways Plan; prepared by Indiana Department of Natural Resources (DNR) in partnership with the Indiana Department of Transportation and The Trails Plan Steering Committee. The entire document can be found at <http://www.in.gov/dnr/outdoor/planning/>

From the Introduction; Indiana Trails, Greenways, and Bikeways Plan:

The Indiana Department of Natural Resources in cooperation with the Indiana Department of Transportation, the Governor's Council for Physical Fitness & Sports, The Indiana Department of Tourism and the Indiana Economic Development Corporation is producing this trails plan to guide the development and expansion of a statewide system of trails to be used for recreation and transportation throughout Indiana. This plan takes into consideration all types of trail related activities gaining popularity for their mental, physical and spiritual health benefits. It also takes into consideration that people value trails for a variety of reasons. To accommodate diverse and increasing demand, Indiana has set forth a goal of providing an easily accessible trail opportunity within 15 minutes or 7.5 miles of all Indiana residents.

The plan's coordinated and strategic approach for creating a system of trails in Indiana is intended to motivate all levels of government, private trail groups and other vital organizations into action. We envision linking public lands, natural and scenic areas, tourist destinations and communities with a multi-modal trail system. The plan emphasizes major statewide and regional trails and works to incorporate local linkages into the statewide network.

All trails that are planned and developed in Indiana are considered to be part of the statewide trail vision. These include projects local governments and private trails groups and organizations are undertaking to develop local trail systems to provide “close to home” recreation and alternative transportation opportunities. To that end, this plan will serve as a guide for allocating resources from such programs as the Federal Recreational Trails Program (RTP), the Transportation Enhancement (TE) Fund and other financial assistance programs that can be used for trail acquisition and development.

Purpose

Indiana's trails and greenways plan is a tool for improving existing trails and developing future trails through sound planning and design. This plan identifies issues impacting trails on a statewide scale and recommends strategies for addressing these issues. It also serves as a comprehensive source of information on recreational trail participation in Indiana. An evolving inventory of major statewide, regional and community trail system resources is included to form the basis for an interconnected statewide network of trails. This plan is intent on stimulating and supporting coordinated approaches to creating and enhancing this network. It will serve as a resource for trail planners, builders, managers and advocates.

Public participation was critical in developing the Indiana Trails Plan. Public comment was solicited

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through surveys and meetings with the general public and trails interest groups. Development of the document was guided by a steering committee made up of federal, state and local officials, members of trails groups, private trail funding entities and the general public. It is intended to be a dynamic document, changing over time as new trails are developed and additional opportunities become available.

From Chapter 1; The Indiana Trails Vision; Indiana Trails, Greenways, and Bikeways Plan:

The Indiana Trails Vision: To build a statewide trail, greenway and bikeway system that provides access to a trail opportunity within 15 minutes of all Indiana citizens.

The Indiana State Trails Plan's goal and objectives propose to fulfill Indiana's trails vision through:

- Partnering federal, state and local governments with trail use groups and organizations, businesses, private funding entities, community groups and citizens to connect communities through a statewide multimodal network of greenways and trail systems.
- Encouraging public and private sectors to develop combined trail and infrastructure opportunities that will support the development of Indiana communities with utility and recreational needs for the 21st century.
- Educating the public and private sectors about the benefits a statewide greenways and bikeways system will bring their communities in terms of health, fitness, tourism, infrastructure and economic advantages.
- Highlighting links to neighboring state, local and regional trails systems and places of interest.
- Endorsing the use of greenways and bikeways as an economic growth asset to the state of Indiana, its communities and its citizens.
- Creating a healthier and more livable state for the benefit of all citizens.

Indiana Trails Goal, Objectives, Strategies and Actions

Based on the information presented in the remainder of this document, the following goal, objectives and actions have been set for providing trails in Indiana. It is important to note that this plan provides opportunities at the federal government, state government, local government and the grass roots level to participate in reaching the goal. Providing for the need of trails users in Indiana will require partnerships and teamwork among all four levels. The goal is ambitious. By working together, it can be accomplished.

- **Indiana Trails Goal:** A trail within 15 minutes of every Hoosier by 2016. The Indiana trails goal will be measured in terms of having a trail within 7.5 miles of every Hoosier.
- **Objective 1:** Partner Federal, State, Local, Not-for-profit and private resources to build a statewide network of trails;
- **Objective 2:** Support non-state entities that acquire, develop and manage trails.

These objectives can be met through implementing the following strategies. Federal, state, local and non-governmental agencies working together can utilize these strategies to address trails related issues pertinent to their situation. Taking coordinated action at multiple levels will create a statewide environment where the statewide trails network can grow and become an integral part of the lives of Indiana's citizens and will reflect directly on the state's economy as a whole.

- Strategy 1: Improve coordination of trail development, planning and design at local, state and federal levels.
- Strategy 2: Increase trail funding to provide trails to meet present and future demand.
- Strategy 3: Acquire more land for trails.
- Strategy 4: Provide increased education about trails and trail benefits,

A State Visionary Trails Network

A statewide trails vision map (see **Figure 4-7**) was created based on extensive inventory, analysis, coordination with local governments and regional planning entities, and public input. This map's purpose is to highlight corridors of national, state or regional importance that connect communities to each other and to natural and cultural resources, to serve as a statewide trails backbone network that can connect to concurrent and future trails-planning efforts. The map delineates corridors. The actual placement of trails within these corridors and the inclusion of other corridors in the statewide trails system will be determined as specific trails projects are proposed and completed based on more detailed planning efforts.

Criteria Used to Establish Proposed Visionary Trails System

The following criteria were used to identify trails included on the list of trails of statewide significance—those trails that offer the highest potential to accommodate multiple connections to destinations and communities. Not all trails in Indiana were considered. Loop trails or those located solely on a single property such as state parks or forests were not considered. The designated use of a trail was not a consideration.

In order to be placed on the list a trail must have satisfied both of the following criteria:

1. Proposed trail corridor crosses two or more counties.
2. Proposed corridor contains trail segments completed, under development or formally planned.

The following lists of trails describe how each trail included in the list of statewide significant trails was classified in terms of each individual trail's planning and/or development stages.

Formally designated or being developed as trail corridor:

- *American Discovery Trail;*
- *Monon Trail in Marion and Hamilton Counties;*
- *Cardinal Greenway from Richmond to Marion;*
- *Knobstone Trail in Clark, Scott and Washington Counties.*

Focus of study or plan for trail corridor:

- *National Road Heritage Trail from Terre Haute to Richmond;*
- *Marquette Greenway in northern Lake, Porter and LaPorte Counties;*
- *I-69 corridor from Indianapolis to Evansville.*

Formal organization devoted to development of trail corridor:

- *B&O Trail in Marion, Hendricks, Putnam and Parke Counties;*
- *Knobstone Trail extension to Morgan County;*
- *Panhandle Pathway from Winamac to Logansport;*
- *Wilbur Wright Trail connecting New Castle with the Cardinal Greenway.*

Considerable level of discussion as proposed trail corridor:

- *Farm Heritage Trail in Boone and Tippecanoe Counties;*
- *Old Interurban Trail from Ft. Harrison to Anderson;*
- *Whitewater Canal Trail in Fayette and Franklin counties;*
- *SR46 Trail in Bartholomew and Brown counties;*
- *Wabash Heritage Trail from Lafayette to Logansport;*
- *Pumpkinvine/St. Joseph River corridor in St. Joseph, Elkhart and LaGrange counties;*
- *Upstate Indiana Trail in Wells, Allen, DeKalb and Steuben counties.*

As a result of public participation and public comment received during development of the state trails plan, other potential visionary trails were identified:

- *South Shore/NIPSCO corridor from Michigan City to South Bend;*
- *U.S. Route 31 corridor from South Bend to Rochester;*

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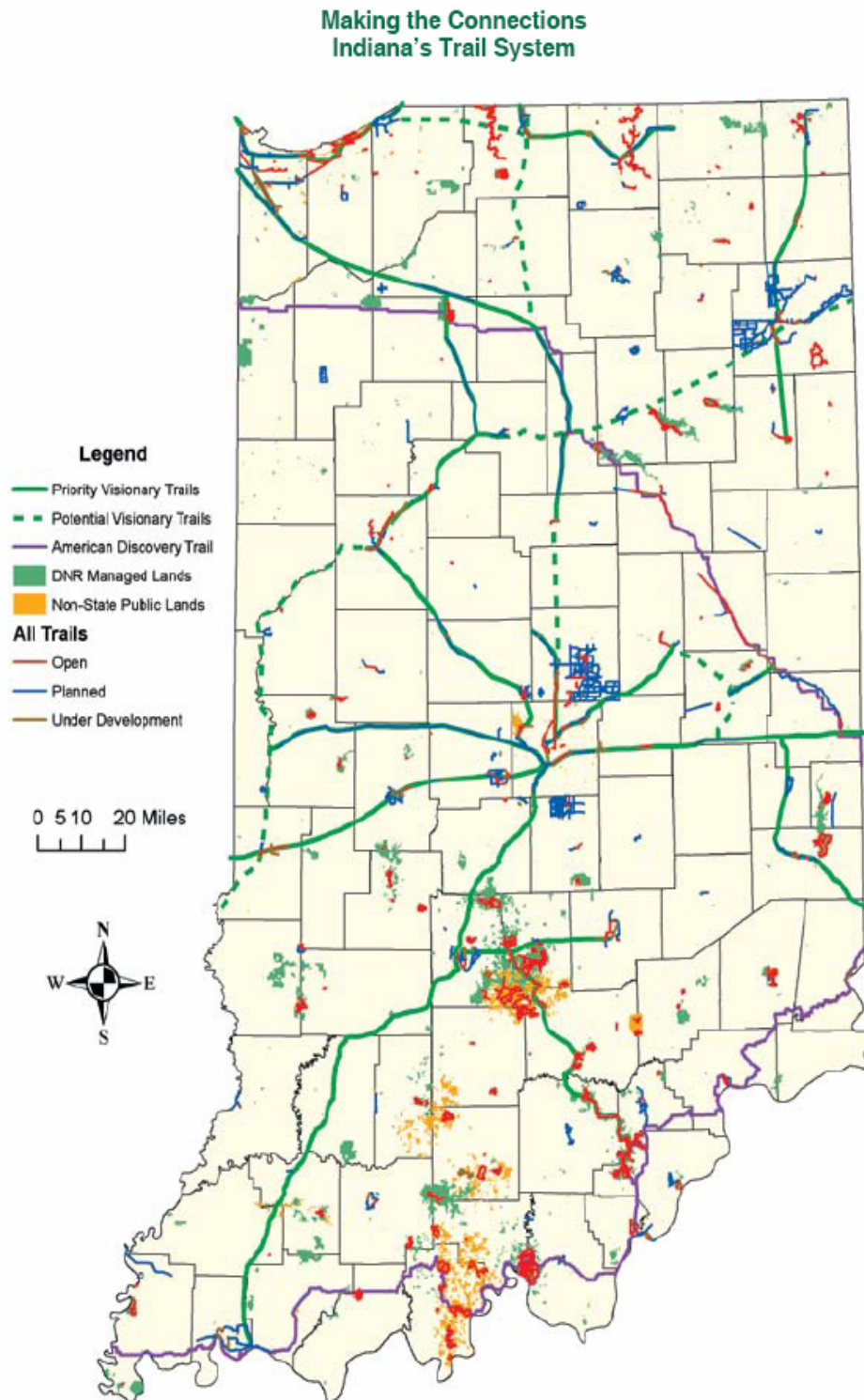
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- *U.S. Route 35 corridor from Winamac to Bass Lake;*
- *Wabash River/U.S. 24/Maumee River corridor from Logansport to Ohio state line;*
- *U.S. Route 31/S.R. 19 corridor from Kokomo to Westfield/Noblesville;*
- *Wabash River/West Central Indiana corridor connector from Vigo County to Tippecanoe County;*
- *State Road 1 corridor from the National Road Heritage Trail to Connersville;*
- *S.R. 46 corridor from Bloomington to Nashville;*
- *Honey Creek corridor between Anderson and New Castle;*
- *State Road 3 corridor between New Castle and the National Road Heritage Trail.*

Developing the Plan

The Indiana Trails Plan was developed by the Indiana Department of Natural Resources, Division of Outdoor Recreation and the Indiana Department of Transportation. A Trails Plan steering committee was convened to provide input and guidance as the plan was developed. The steering committee consisted of DNR Staff and members of various agencies and associations involved in trails and trail related issues throughout Indiana. The committee met periodically to review the document, maps and issues, and to plan for involving the public in the process. The following groups were represented on the steering committee:

- | | |
|--|---|
| • <i>Governor's Office</i> | • <i>Indiana Bicycle Coalition</i> |
| • <i>Indiana Department of Natural Resources</i> | • <i>IU School of Public Environmental Affairs/Indiana Planning Association</i> |
| • <i>Indiana Department of Transportation</i> | • <i>Indiana Association of Cities & Towns</i> |
| • <i>Indiana Economic Development Corporation</i> | • <i>Association of Indiana Counties</i> |
| • <i>Governor's Council for Physical Fitness & Sports</i> | • <i>Indiana Farm Bureau</i> |
| • <i>Indiana Office of Tourism</i> | • <i>Pigeon Creek Greenways Passage</i> |
| • <i>The Federal Highway Administration</i> | • <i>Ohio River Greenway Commission</i> |
| • <i>National Park Service-Rivers Trails and Conservation Assistance Program</i> | • <i>National Road Heritage Trail</i> |
| • <i>Indiana Park & Recreation Association</i> | • <i>Cardinal Greenways</i> |
| • <i>Bloomington Area Transportation System</i> | • <i>Whitewater Canal Trail</i> |
| • <i>Indiana Trails Advisory Board</i> | • <i>B&O Trail Association</i> |
| • <i>Hoosier Rails to Trails Council</i> | • <i>City of Ft. Wayne</i> |
| • <i>Indiana Greenways Foundation</i> | • <i>Indiana Chamber of Commerce</i> |
| • <i>Rails-to-Trails Conservancy</i> | • <i>Indiana Trail Riders Association/Indiana Horse Council</i> |
| • <i>Indianapolis Metropolitan Planning Organization</i> | • <i>The Nature Conservancy-Indiana Chapter</i> |
| • <i>Northwest Indiana Regional Plan Commission</i> | • <i>Indiana Chapter - International Right of Way Association</i> |
| • <i>Delaware-Muncie Metropolitan Plan Commission</i> | • <i>Indiana Rural Development Council/Office of Rural Affairs</i> |



A vision of the Indiana State Trails System (July, 2006)

Figure 4-7

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